109TH CONGRESS 1ST SESSION

H. R. 2055

To amend the Immigration and Nationality Act to permit certain long-term permanent resident aliens to seek cancellation of removal under such Act, and for other purposes.

IN THE HOUSE OF REPRESENTATIVES

May 3, 2005

Mr. Frank of Massachusetts introduced the following bill; which was referred to the Committee on the Judiciary

A BILL

To amend the Immigration and Nationality Act to permit certain long-term permanent resident aliens to seek cancellation of removal under such Act, and for other purposes.

- 1 Be it enacted by the Senate and House of Representa-
- 2 tives of the United States of America in Congress assembled,
- 3 SECTION 1. SHORT TITLE.
- 4 This Act may be cited as the "Family Reunification
- 5 Act of 2005".

1	SEC. 2. CANCELLATION OF REMOVAL FOR LONG-TERM
2	PERMANENT RESIDENT ALIENS.
3	Section 240A(a) of the Immigration and Nationality
4	Act (8 U.S.C. 1229b(a)) is amended to read as follows:
5	"(a) Cancellation of Removal for Certain
6	Permanent Residents.—
7	"(1) Permanent residents not convicted
8	OF ANY AGGRAVATED FELONY.—The Secretary of
9	Homeland Security may cancel removal in the case
10	of an alien who is inadmissible to, or deportable
11	from, the United States, if the alien—
12	"(A) has been an alien lawfully admitted
13	for permanent residence for not less than 5
14	years;
15	"(B) resided in the United States continu-
16	ously for 7 years after having been admitted in
17	any status; and
18	"(C) has not been convicted of any aggra-
19	vated felony.
20	"(2) Permanent residents convicted of a
21	NONVIOLENT AGGRAVATED FELONY.—The Secretary
22	of Homeland Security may cancel removal in the
23	case of an alien who is inadmissible to, or deportable
24	from, the United States, if the alien—

1	"(A) has been an alien lawfully admitted
2	for permanent residence for not less than 5
3	years;
4	"(B) satisfies the residence requirements
5	of paragraph (6);
6	"(C) has never been convicted of—
7	"(i) an act of murder, rape, or sexual
8	abuse of a minor;
9	"(ii) any crime of violence (as defined
10	in section 16 of title 18, United States
11	Code); or
12	"(iii) an attempt or conspiracy to
13	commit an offense described in clause (i)
14	or (ii);
15	"(D) has been convicted of—
16	"(i) a single aggravated felony for
17	which the alien was sentenced to serve a
18	term of imprisonment of 4 years or less;
19	"(ii) multiple aggravated felonies aris-
20	ing out of a single scheme of criminal mis-
21	conduct for which the alien was sentenced
22	to serve, in the aggregate, a term of im-
23	prisonment of 4 years or less; or
24	"(iii) 2 aggravated felonies arising out
25	of separate schemes of criminal misconduct

1	for which the alien was sentenced to serve,
2	in the aggregate, a term of imprisonment
3	of 4 years or less, but for neither of which
4	the alien was actually incarcerated;
5	"(E) was not, in the commission of the ag-
6	gravated felony or felonies described in sub-
7	paragraph (D)—
8	"(i) an organizer, leader, manager, or
9	supervisor of others; or
10	"(ii) engaged in a continuing criminal
11	enterprise (as defined in section 408(c) of
12	the Controlled Substances Act (21 U.S.C.
13	848(c)));
14	"(F) has never been incarcerated for any
15	offense except—
16	"(i) the offense described in clause (i)
17	of subparagraph (D), or another offense
18	that was committed in the course of the
19	same scheme of criminal misconduct; or
20	"(ii) an offense that was committed in
21	the course of the scheme or schemes de-
22	scribed in clause (ii) or (iii) of such sub-
23	paragraph; and
24	"(G) has not been the subject of a timely
25	certification described in paragraph (7) with re-

1	spect to the aggravated felony or felonies de-
2	scribed in subparagraph (D), unless such cer-
3	tification has been revoked pursuant to such
4	paragraph.
5	"(3) Permanent residents convicted of
6	AN AGGRAVATED FELONY CLASSIFIED AS A CRIME
7	OF VIOLENCE.—The Secretary of Homeland Secu-
8	rity may cancel removal in the case of an alien who
9	is inadmissible to, or deportable from, the United
10	States, if the alien—
11	"(A) has been an alien lawfully admitted
12	for permanent residence for not less than 5
13	years;
14	"(B) satisfies the residence requirements
15	of paragraph (6);
16	"(C) has never been convicted of—
17	"(i) an act of murder, rape, or sexual
18	abuse of a minor; or
19	"(ii) an attempt or conspiracy to com-
20	mit an offense described in clause (i);
21	"(D) has never been convicted of any ag-
22	gravated felony that resulted in death or serious
23	bodily injury to any person other than the alien;
24	"(E) has been convicted of—

1	"(i) a single aggravated felony for
2	which the alien was sentenced to serve a
3	term of imprisonment of 2 years or less;
4	"(ii) multiple aggravated felonies aris-
5	ing out of a single scheme of criminal mis-
6	conduct for which the alien was sentenced
7	to serve, in the aggregate, a term of im-
8	prisonment of 2 years or less; or
9	"(iii) 2 aggravated felonies arising out
10	of separate schemes of criminal misconduct
11	for which the alien was sentenced to serve,
12	in the aggregate, a term of imprisonment
13	of 2 years or less, but for neither of which
14	the alien was actually incarcerated;
15	"(F) was not, in the commission of the ag-
16	gravated felony or felonies described in sub-
17	paragraph (E)—
18	"(i) an organizer, leader, manager, or
19	supervisor of others; or
20	"(ii) engaged in a continuing criminal
21	enterprise (as defined in section 408(c) of
22	the Controlled Substances Act (21 U.S.C.
23	848(c)));
24	"(G) has never been incarcerated for any
25	offense except—

1	"(i) the offense described in clause (i)
2	of subparagraph (E), or another offense
3	that was committed in the course of the
4	same scheme of criminal misconduct; or
5	"(ii) an offense that was committed in
6	the course of the scheme or schemes de-
7	scribed in clause (ii) or (iii) of such sub-
8	paragraph; and
9	"(H) has not been the subject of a timely
10	certification described in paragraph (7) with re-
11	spect to the aggravated felony or felonies de-
12	scribed in subparagraph (E), unless such cer-
13	tification has been revoked pursuant to such
14	paragraph.
15	"(4) Permanent residents admitted be-
16	FORE AGE 10.—The Secretary of Homeland Security
17	may cancel removal in the case of an alien who is
18	inadmissible to, or deportable from, the United
19	States, if the alien—
20	"(A) has been an alien lawfully admitted
21	for permanent residence for not less than 5
22	years;
23	"(B) resided in the United States continu-
24	ously for 7 years after having been admitted in

1	any status when the alien was under 10 years
2	of age;
3	"(C) has never been convicted of—
4	"(i) an act of murder, rape, or sexual
5	abuse of a minor; or
6	"(ii) an attempt or conspiracy to com-
7	mit an offense described in clause (i); and
8	"(D) has never been incarcerated for a
9	third (or succeeding) aggravated felony, except
10	that multiple felonies arising out of a single
11	scheme of criminal misconduct shall be consid-
12	ered a single felony for purposes of this sub-
13	paragraph.
14	"(5) Permanent residents admitted be-
15	FORE AGE 16.—The Secretary of Homeland Security
16	may cancel removal in the case of an alien who is
17	inadmissible to, or deportable from, the United
18	States, if the alien—
19	"(A) has been an alien lawfully admitted
20	for permanent residence for not less than 5
21	years;
22	"(B) resided in the United States continu-
23	ously for 7 years—
24	"(i) before the alien committed any
25	aggravated felony; and

1	"(ii) after having been admitted in
2	any status when the alien was under 16
3	years of age;
4	"(C) has never been convicted of—
5	"(i) an act of murder, rape, or sexual
6	abuse of a minor; or
7	"(ii) an attempt or conspiracy to com-
8	mit an offense described in clause (i); and
9	"(D) has never been incarcerated for a
10	third (or succeeding) aggravated felony, except
11	that multiple felonies arising out of a single
12	scheme of criminal misconduct shall be consid-
13	ered a single felony for purposes of this sub-
14	paragraph.
15	"(6) Residence requirements for certain
16	ALIENS.—In the case of an alien seeking relief under
17	paragraph (2) or (3), the residence requirements de-
18	scribed in this paragraph are as follows:
19	"(A) If the alien has been convicted of any
20	aggravated felony committed after the date of
21	the enactment of the Family Reunification Act
22	of 2005, the alien is required to have resided in
23	the United States—
24	"(i) continuously for 7 years after
25	having been admitted in any status and

1	prior to the commission of such aggravated
2	felony; or
3	"(ii) continuously for 10 years after
4	having been admitted in any status, except
5	that, if the alien is incarcerated with re-
6	spect to such aggravated felony, the period
7	beginning on the date on which such ag-
8	gravated felony was committed and ending
9	on the last day of such term of incarcer-
10	ation shall be excluded in determining con-
11	tinuous residence under this clause.
12	"(B) If the alien has not been convicted of
13	an aggravated felony committed after the date
14	of the enactment of the Family Reunification
15	Act of 2005, but has otherwise been incarcer-
16	ated for any aggravated felony, the alien is re-
17	quired to have resided in the United States—
18	"(i) continuously for 7 years after
19	having been admitted in any status and
20	prior to the commencement of such term of
21	incarceration; or
22	"(ii) continuously for 10 years after
23	having been admitted in any status, except
24	that any term of incarceration for any ag-
25	gravated felony shall be excluded in deter-

mining continuous residence under this 1 2 clause. "(C) If the alien is not described in sub-3 4 paragraph (A) or (B), the alien is required to 5 have resided in the United States continuously 6 for 7 years after having been admitted in any 7 status. 8 "(7) Certifications.— 9 "(A) IN GENERAL.—In the case of an alien 10 seeking relief under paragraph (2) or (3), not 11 later than 2 weeks after the alien files an appli-12 cation for such relief, the Secretary of Home-13 land Security may notify each agency that pros-14 ecuted an aggravated felony referred to in para-15 graph (2)(D) or (3)(E), as the case may be. "(B) Contents.—The notification shall 16 17 inform the agency that it has an opportunity— 18 "(i) to certify to the Secretary of 19 Homeland Security, not later than 60 days 20 after the date on which the notification is 21 mailed, that the alien has not truthfully 22 provided to the agency all information and 23 evidence the alien has concerning such fel-24 ony or felonies, and any other offense or

offenses that were part of the same scheme

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1	of criminal misconduct as such felony or
2	felonies; and
3	"(ii) on those grounds, to object to
4	cancellation of removal.
5	"(C) Provision to Alien.—The Sec-
6	retary of Homeland Security shall mail any cer-
7	tification timely made pursuant to subpara-
8	graph (B) with respect to an alien to such
9	alien. The alien shall have an opportunity, dur-
10	ing the 21-day period beginning on the date on
11	which the certification is mailed, to truthfully
12	provide to the agency all information and evi-
13	dence which the agency certifies has not been
14	provided.
15	"(D) REVOCATION OF CERTIFICATION.—
16	"(i) In general.—The agency may,
17	during the 21-day period beginning after
18	the end of the period described in subpara-
19	graph (C), revoke any certification made
20	pursuant to subparagraph (B). Any rev-
21	ocation of a certification shall void such
22	certification.
23	"(ii) Untimely revocations.—A
24	revocation under this subparagraph that is
25	not timely made may be considered by the

Secretary of Homeland Security in the Secretary of Homeland Security's discretion if it is made prior to the issuance of a final order of removal, but the absence of a timely revocation shall not be the basis for any continuance or delay of proceedings. Any determination to deny relief based in whole or in part on a revocation that is not made, or not timely made, shall not be subject to administrative or judicial review in any forum.

"(E) Forms requirement.—The Secretary of Homeland Security shall ensure that the consequences under this paragraph of failing to provide information or evidence with respect to aggravated felonies are clearly explained in any form promulgated by the Secretary of Homeland Security that may be used to apply for relief under paragraph (2) or (3).

"(F) CONSTRUCTION.—This paragraph, and paragraphs (2) and (3), shall not be construed to require the Secretary of Homeland Security to notify any agency under subparagraph (A). If the Secretary of Homeland Security fails to send, or fails timely to send, the no-

- tification described in such subparagraph, the alien shall be deemed not to be the subject of a certification.
- "(8) Clarification with respect to cer-4 5 TAIN REFERENCES.—Any reference in this sub-6 section to a term of imprisonment or a sentence with 7 respect to an offense is deemed to include the period 8 of incarceration or confinement ordered by a court 9 of law, regardless of any suspension of the imposi-10 tion or execution of that imprisonment or sentence 11 in whole or in part. However, a period of probation 12 is not a term of imprisonment or a sentence for pur-13 poses of this subsection.
 - "(9) LIMITATION ON DELEGATION.—Cancellation of removal under paragraph (2), (3), (4), or (5) may be granted only by the Secretary of Homeland Security or Deputy Secretary of Homeland Security. No delegation of such authority to any other official may be made.".
- 20 SEC. 3. CHANGE IN CONDITIONS FOR TERMINATION OF PE-
- 21 RIOD OF CONTINUOUS RESIDENCE OR CON-
- 22 TINUOUS PHYSICAL PRESENCE.
- Section 240A(d)(1) of the Immigration and Nation-
- 24 ality Act (8 U.S.C. 1229b(d)(1)) is amended to read as
- 25 follows:

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1	"(1) Termination of continuous period.—
2	For purposes of this section, any period of contin-
3	uous residence or continuous physical presence in
4	the United States shall be deemed to end, except in
5	the case of an alien who applies for cancellation of
6	removal under subsection (b)(2), when the alien is
7	served a notice to appear under section 239(a).".
8	SEC. 4. PERMITTING CERTAIN PERMANENT RESIDENT
9	ALIENS TO RETURN WITHOUT SEEKING AD-
10	MISSION.
11	Section 101(a)(13)(C) of the Immigration and Na-
12	tionality Act (8 U.S.C. 1101(a)(13)(C)) is amended—
13	(1) by striking the comma at the end of each
14	of clauses (i), (ii), (iii), and (iv) and inserting a
15	semicolon at the end of each such clause;
16	(2) by amending clause (v) to read as follows:
17	"(v) has committed outside the United States
18	an offense identified in section 212(a)(2), unless,
19	since such offense, the alien has been granted relief
20	under section 212(h) or 240A(a), or under section
21	212(c) (before its repeal by section 304(b) of the Il-
22	legal Immigration Reform and Immigrant Responsi-
23	bility Act of 1996 (110 Stat. 3009–597));";
24	(3) by redesignating clause (vi) as clause (vii);
25	and

1 (4) by inserting after clause (v) the following: 2 "(vi) has committed in the United States an of-3 fense identified in section 212(a)(2), and has been 4 absent from the United States for a continuous pe-5 riod in excess of 30 days since committing such of-6 fense (or, if the absence after the 30th day was be-7 yond the alien's control, for a continuous period in excess of 60 days), unless, since such offense, the 8 9 alien has been granted relief under section 212(h) or 10 240A(a), or under section 212(c) (before its repeal 11 by section 304(b) of the Illegal Immigration Reform 12 and Immigrant Responsibility Act of 1996 (110 13 Stat. 3009–597)); or".

14 SEC. 5. RELEASE OF NONDANGEROUS ALIENS.

15 (a) IN GENERAL.—Section 236(c)(2) of the Immigra-16 tion and Nationality Act (8 U.S.C. 1226(c)(2)) is amend-17 ed to read as follows:

18 "(2) Release.—

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"(A) IN GENERAL.—The Secretary of Homeland Security may release an alien described in paragraph (1) only in accordance with subparagraph (B) or (C). A decision relating to release under this paragraph shall take place in accordance with a procedure that con-

siders the severity of any offense committed by 1 2 the alien. "(B) Protection for witnesses, po-3 4 TENTIAL WITNESSES, AND PERSONS COOPER-ATING WITH CRIMINAL INVESTIGATIONS.—The 6 Secretary of Homeland Security may release an 7 alien described in paragraph (1) if— "(i) the Secretary of Homeland Secu-8 9 rity decides pursuant to section 3521 of 10 title 18, United States Code, that release 11 of the alien from custody is necessary to 12 provide protection to a witness, a potential 13 witness, a person cooperating with an in-14 vestigation into major criminal activity, or 15 an immediate family member or close asso-16 ciate of a witness, potential witness, or 17 person cooperating with such an investiga-18 tion; and 19 "(ii) the alien satisfies the Secretary 20 of Homeland Security that the alien will 21 not pose a danger to the national security 22 of the United States or the safety of per-23 sons or property and is likely to appear for 24 any scheduled proceeding.

1	"(C) Permanent resident aliens eli-
2	GIBLE FOR CANCELLATION OF REMOVAL.—The
3	Secretary of Homeland Security may release an
4	alien described in paragraph (1) if the alien
5	demonstrates, by a preponderance of the evi-
6	dence, that the alien—
7	"(i) has prima facie evidence suffi-
8	cient to establish that the alien is eligible
9	for cancellation of removal under section
10	240A(a); and
11	"(ii) will not pose a danger to the na-
12	tional security of the United States or the
13	safety of persons or property and is likely
14	to appear for any scheduled proceeding.".
15	(b) Application to Aliens Detained on Effec-
16	TIVE DATE.—In the case of an alien detained under sec-
17	tion 241(a)(2) of the Immigration and Nationality Act (8
18	U.S.C. 1231(a)(2)) on the date of the enactment of this
19	Act, if the alien has prima facie evidence sufficient to es-
20	tablish that the alien is eligible for cancellation of removal
21	under section 240A(a) of such Act (8 U.S.C. 1229b(a)),
22	as amended by section 2 of this Act (and subject to the
23	other amendments made by this Act), the alien may seek
24	release from detention under section $236(c)(2)(C)$ of such
25	Act (8 U.S.C. $1226(c)(2)(C)$), as added by this section.

1	SEC. 6. CLARIFICATION OF EFFECT OF VACATION OF CON-
2	VICTION.
3	Section 101(a)(48) of the Immigration and Nation-
4	ality Act (8 U.S.C. 1101(a)(48)) is amended by adding
5	at the end the following:
6	"(C) Any conviction entered by a court that otherwise
7	would be considered a conviction under this paragraph
8	shall continue to be so considered notwithstanding a vaca-
9	tion of that conviction, unless the conviction is vacated—
10	"(i) on the merits; or
11	"(ii) on grounds relating to a violation of a
12	statutory or constitutional right in the underlying
13	criminal proceeding.".
14	SEC. 7. EFFECTIVE DATE; SPECIAL APPLICABILITY RULE.
15	(a) In General.—The amendments made by this
16	Act shall take effect on the date of the enactment of this
17	Act and shall apply to aliens who—
18	(1) are in removal proceedings under the Immi-
19	gration and Nationality Act (8 U.S.C. 1101 et seq.)
20	on or after such date;
21	(2) were in such proceedings before such date,
22	were ineligible for cancellation of removal under sec-
23	tion 240A(a) of such Act (8 U.S.C. 1229b(a)) before
24	such date, but would have been eligible for cancella-
25	tion of removal under such section if the amend-

- 1 ments made by this Act had been in effect during 2 the entire pendency of such proceedings; or
- 3 (3) were in exclusion or deportation proceedings under such Act before such date, and were ineligible 4 5 for relief under section 212(c) of such Act (as in ef-6 fect on March 31, 1997, before its repeal by section 7 304(b) of the Illegal Immigration Reform and Immi-8 grant Responsibility Act of 1996 (110 Stat. 3009– 9 597)) by reason of the amendments made by section 10 440(d) of the Antiterrorism and Effective Death 11 Penalty Act of 1996 (Public Law 104–132; 110 12 Stat. 1277).

(b) Special Applicability Rule.—

- (1) IN GENERAL.—Notwithstanding any other provision of law, aliens described in subsection (a)(3) shall be considered to be, or to have been, in removal proceedings under the Immigration and Nationality Act (8 U.S.C. 1101 et seq.) to the extent necessary to permit them to apply, and be considered eligible, for cancellation of removal under section 240A(a) of such Act (8 U.S.C. 1229b(a)), as amended by this Act.
 - (2) Relief.—If the Secretary of Homeland Security determines that an alien described in subsection (a)(3) should be provided relief pursuant to

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- 1 this Act, the Secretary of Homeland Security shall
- 2 take such steps as may be necessary to terminate
- any proceedings to exclude or deport the alien that
- 4 may be pending, and shall grant or restore to the
- 5 alien the status of an alien lawfully admitted to the
- 6 United States for permanent residence.

7 SEC. 8. MOTIONS TO REOPEN.

- 8 (a) IN GENERAL.—Not later than 1 year after the
- 9 effective date of the final regulations issued under section
- 10 9(b) of this Act, and in accordance with such regulations,
- 11 an alien described in subsection (b) may file a motion to
- 12 reopen removal, deportation, or exclusion proceedings in
- 13 order to apply for cancellation of removal under section
- 14 240A(a) of the Immigration and Nationality Act (8 U.S.C.
- 15 1229b(a)) pursuant to the amendments made by this Act.
- 16 (b) ALIENS DESCRIBED.—An alien is described in
- 17 this subsection if the alien—
- 18 (1) is described in subsection (a) of section 7;
- 19 and
- 20 (2) is otherwise unable to apply, or reapply, for
- cancellation of removal under section 240A(a) of the
- 22 Immigration and Nationality Act (8 U.S.C.
- 23 1229b(a)) by reason of the procedural posture of the
- exclusion, deportation, or removal proceedings that

- 1 are, or were, pending against the alien (including the
- 2 fact that such proceedings are finally concluded).
- 3 (c) EVIDENCE.—A motion filed under subsection (a)
- 4 shall describe or set forth prima facie evidence sufficient
- 5 to establish that the alien is eligible for cancellation of re-
- 6 moval under section 240A(a) of the Immigration and Na-
- 7 tionality Act (8 U.S.C. 1229b(a)), as amended by this Act.
- 8 (d) No Reentry or Readmission to File or
- 9 Prosecute Motion.—No alien may be admitted or oth-
- 10 erwise authorized to enter the United States solely to file
- 11 or prosecute a motion to reopen under this section or oth-
- 12 erwise to apply for relief under this Act or the amend-
- 13 ments made by this Act, except as the Secretary of Home-
- 14 land Security may provide pursuant to the sole and
- 15 unreviewable discretion of the Secretary of Homeland Se-
- 16 curity. Hearings held pursuant to this Act and the amend-
- 17 ments made by this Act may be held in the United States
- 18 or abroad, with the alien appearing in person or by video
- 19 phone or similar device.
- 20 (e) DISCRETION.—The grant or denial of any motion
- 21 to reopen filed under this section shall be in the sole and
- 22 unreviewable discretion of the Secretary of Homeland Se-
- 23 curity.
- 24 (f) No Judicial Review.—No court shall have ju-
- 25 risdiction to review any decision of the Secretary of Home-

- 1 land Security denying a motion to reopen under this sec-
- 2 tion.

3 SEC. 9. RULES.

- 4 (a) Issuance of Advance Notice of Proposed
- 5 Rulemaking.—The Secretary of Homeland Security shall
- 6 issue an advance notice of proposed rulemaking pertaining
- 7 to this Act, and the amendments made by this Act, not
- 8 later than 60 days after the date of the enactment of this
- 9 Act.
- 10 (b) Issuance of Final Regulations.—The Sec-
- 11 retary of Homeland Security shall issue the final regula-
- 12 tions to carry out this Act not later than 90 days after
- 13 the date of the enactment of this Act, specifying an effec-
- 14 tive date that is not more than 15 days after the date
- 15 of publication of such final regulations.

16 SEC. 10. SUNSET.

- 17 This Act, and the amendments made by this Act,
- 18 shall cease to have effect on December 31, 2008, or 3
- 19 years after the date on which final regulations to carry
- 20 out this Act are issued, whichever occurs later.

21 SEC. 11. ANNUAL REPORT.

- The Secretary of Homeland Security annually shall
- 23 submit to the Committee on the Judiciary of the United
- 24 States House of Representatives and the Committee on
- 25 the Judiciary of the Senate a report with respect to this

1	Act and the amendments made by this Act. The report
2	shall contain information on—
3	(1) the number of aliens who applied for can-
4	cellation of removal, release from detention, or any
5	other immigration benefit, based on this Act or the
6	amendments made by this Act;
7	(2) the crimes committed by the aliens de-
8	scribed in paragraph (1);
9	(3) the number of applications described in
10	paragraph (1) that were granted; and
11	(4) any other subject the Secretary of Home-
12	land Security considers relevant.

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